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ABSTRACT

This study discusses Indonesia's experience in facilitating the UNESCO APPEAL goals of education for all by: (1) achieving universal primary education; (2) eradicating illiteracy; and (3) providing continuing education in support of the two preceding goals by the year 2000. In 1960 approximately 75 percent of the population of Indonesia aged 15-54 years was illiterate. By 1980 the rate had been reduced to 28.9 percent. It was estimated that by 1990 only 6.6 percent of the population in that age group would remain illiterate. In 1980 net enrollment at the primary level had reached 84.6 percent. In 2000 it is estimated to be 99.67 percent. The government will continue to provide literacy education integrated with income generating activities. The priority target group is the age group 15-44 years of age. If as planned, these people were made literate by the end of 1990, the program would shift its attention to people of 45 years of age and above. As regards the universalization of primary education, the policy is to further primary education to include 9 years of schooling by 1993. By the year 2000 it is planned that all children aged 15 years will have had a minimum of 9 years of education. Continuing education focused upon the provision of skills training and apprenticeship programs to enable those who have dropped out of school to take some form of school equivalency program. By the year 2000 people aged 15 years will have an education attainment equivalent to 9 years of schooling. The Education for All program is based on the existing institutions or organizations. At the national level, a steering committee was established with members drawn from the relevant government departments and social institutions. (Author/DK)

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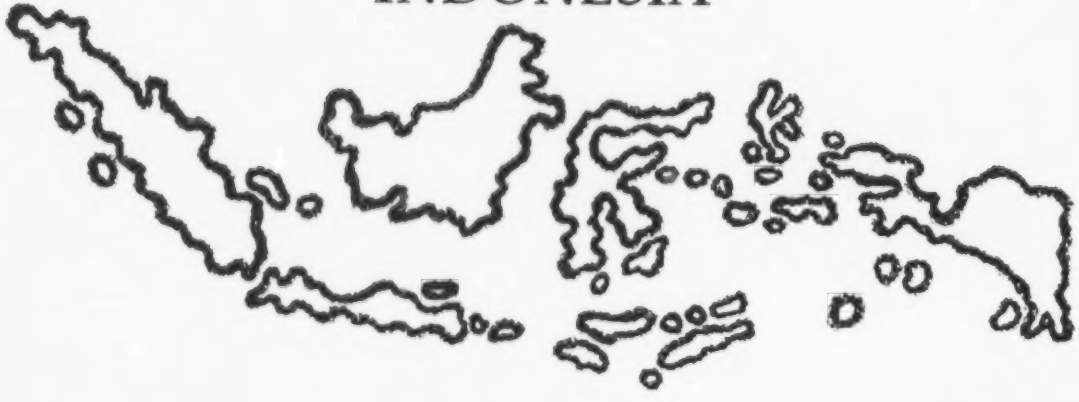

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Contents

Preface

Summary

Chapter 1 Achieving Education for All 1

Chapter 2 National Policy on Education for All 15

Chapter 3 Main Strategies 19

Chapter 4 Statistics and Projections for the Future 23

Preface

The Asia-Pacific Programme of Education for All (APPEAL) was launched on 23 February 1987 from New Delhi, India by the then Director-General of UNESCO.

Through regional co-operation APPEAL aims to facilitate the national efforts of the Member States in Asia and the Pacific with a view to:

a) Achieving universal primary education;

b) Eradicating illiteracy; and

c) Providing continuing education in support of (a) and (b) above.

After the launching of APPEAL, the Member States formed National Co-ordination Mechanisms for APPEAL to mobilize public opinion in favour of literacy programmes, primary education and continuing education, and strengthening those programmes at government as well as non-governmental levels. Many Member States have organized national special events like seminars and workshops to mark the launching of APPEAL in their respective countries. As of December 1989, 20 Member States have formed National Co-ordination Committees for APPEAL or designed existing organizations as National Co-ordination Mechanisms for APPEAL Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Laos, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Thailand and Viet Nam.

In order to assist the Member States to formulate national strategies to implement APPEAL in their countries, the UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Regional Workshop for National Co-ordinators of APPEAL in co-operation with the Ministry of Education and Government of Thailand in Chiangmai, Thailand August 1987. This workshop discussed and developed approaches and strategies to implement APPEAL at the regional, national and local levels. It was attended by 31 primary education, literacy, and continuing education experts from 16 Member States in Asia and the Pacific.

Tangible outputs of this regional workshop were national plans of participating countries and a regional plan of action for the implementation of APPEAL, as well as a sincere commitment from the participants of the countries represented to pursue with vigor the implementation of APPEAL.

UNESCO convened the first Meeting for Regional Co-ordination of APPEAL in Bangkok, Thailand, November 1988. Preparatory to this First Meeting for the Regional Co-ordination of APPEAL, UNESCO/PROAP requested the National Co-ordination Committee/Mechanism to conduct a National Study of APPEAL highlighting achievement, problems, policies and plans to achieve the goals of APPEAL.

The National Studies was submitted to the First Meeting for Regional Co-ordination of APPEAL which discussed the issues raised by the national studies and made a number of suggestions to UNESCO and the Member States for the improvement of plans, progress and strategies for achieving the goals of APPEAL.

UNESCO/PROAP is very grateful to the National Co-ordination Committee/Mechanisms for APPEAL and the National Commission for UNESCO in the Member States for providing the national studies and making it available for all people concerned. Unesco also acknowledge the contribution made by individual scholars to prepare the studies.

The national studies provide very valuable information, data and insight of planned and existing programmes in literacy, primary education and continuing education. UNESCO/PROAP is therefore, very happy to publish it and make it available for all interested.

Summary

In 1960 approximately 75 per cent of the population aged 15-54 years was illiterate. By 1980 the rate had been reduced to 28.9 per cent. It is estimated that by 1990 only 6.6 per cent of the population in this age group will remain illiterate. In 1980 net enrolment at the primary level had reached 84.6 per cent. In 1990 and 2000 it is estimated to be 98.89 and 99.67 per cent respectively.

The government will continue to provide literacy education integrated with income generating activities. The priority target group is the age group 15-44 years of age. If as planned these people are made literate by the end of 1990, the programme will shift its attention to people of 45 years of age and above.

As regards the universalization of primary education, the policy is to further primary education to include 9 years schooling by 1993. By the year 2000 it is planned that all children aged 15 years will have had a minimum of 9 years education.

Continuing education will focus upon the provision of skills training and apprenticeship programmes to enable those who have dropped out of school to take some form of school equivalency programme. By the year 2000 people aged 15 years will have an educational attainment equivalent to 9 years schooling.

Since Unesco promulgated APPEAL in 1986, the Indonesian government has taken the necessary steps to strengthen the implementation of EOI, UPE and CE.

Education for All will be based on the existing institutions or organizations. At the national level, a Steering Committee was established, chaired by the Director General for Non-Formal Education, Youth and Sports with members drawn from the relevant government departments and social institutions. The Steering Committee is assisted by technical committees for each component of APPEAL (EOU, UPE, and CE). In the provinces, similar structures exist with heads of the administration (Governor, District and Subdistrict Chiefs, and Village Heads) as chairpersons or officers in charge.

The Steering Committee is responsible only for policy directions, providing technical guidelines, supervision, monitoring and evaluation, while the implementation is to be the responsibility of the respective agencies/institutions.

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Achieving Education for All

Raising the intellectual level of the people and furthering general welfare as mandated in the Preamble of the 1945 Constitution have always been major concerns of the Government of Indonesia (GOI). Article 31 (1) of the Constitution says that "... Every citizen is entitled to instruction". This has been taken to mean that everyone is ensured of an education. Efforts to realize this goal began with a literacy programme undertaken in a systematic and comprehensive manner through several Repelitas (Five-Year Plans).

The national educational framework distinguishes two discrete but integrated sub-systems of formal schooling, from kindergartens to universities, and out-of-school education which comprises all learning and training activities outside the school sub-system such as vocational skill training, courses on leadership, basic literacy and adult education. Both sub-systems are related, complementary and have a parallel and equal status. Within this framework, a major policy of Education for All has been laid out and targets have been set.

Background

When the country proclaimed its independence in August 1945, more than 90 per cent of the population were illiterate. After the transfer of sovereignty from the Dutch colonial regime to the young Republic on 27 December 1949, planning immediately began for a sustained literacy campaign throughout the country.

In the early nineteen fifties, Jawatan Pendidikan Masyarakat (a department of community education under the Ministry of Education) devised a 10 year plan to eradicate illiteracy among the 35 million population. However, by 1961 only 11 million people had been made literate, with 24 million others still unable to read or write.

Eager to meet development goals, the President gave a presidential command on National Day, 17 August, 1961 to abolish illiteracy in the Indonesian communities (with the exception of Irian Jaya) by the end of 1964. Under the presidential command, all government units and resources were put at the disposal of literacy committees established

administratively from national to village level, composed of representatives of government units, non-governmental and social institutions, and community leaders. The national committee at department level provided guidance and issued instructions for the implementation of the literacy campaign. Regional and local committees were responsible for planning and implementing the literacy programme.

In December 1964, after five years of hard work, the whole country was proclaimed "free from illiteracy" in the sense that all people 13-45 years of age were considered literate at the level of recognizing the Latin alphabet, and being able to read simple words and sign their own name. About 23,962,608 students completed the literacy courses.

Barely three years after the "proclamation", more recent literacy statistics revealed the real literacy situation. A sample survey on literacy was conducted in 33 districts in connection with the International Literacy Day in 1967. The result indicated that about 20.6 per cent or 4,792,521 of the population were illiterate, including those who had acquired the skill but had relapsed into illiteracy and youngsters aged 7-12 who did not go to school or dropped out at the primary level. The literacy situation was attributed to the following:

1. Following political upheaval during the period of early 1960s a stringent policy was in place until the onset of the First Five-Year Plan and government resource allocation was limited. During that period the literacy programme was of such a low priority that, from 1966 onwards, practically no resources were allocated to the programme, resulting in a semi-paralyzed operation of the literacy activities.
2. A high annual rate of population growth of between 2 and 3 per cent and the lack of a corresponding increase in school facilities kept many school-age children (7-12 years) out of school.

Furthermore, many school children were forced to quit school before completion for such reasons as the inability of their parents to pay school fees, the need to provide a helping hand on the farms, or poor methods of teaching that swept the children onto the sidelines.

Inadequate resources, the population explosion, a vast number of school-age children not in school and a high rate of drop-out all contributed to the high prevailing rate of illiteracy. The net result was that in 1971 a national census showed a total of 21,681,591 illiterates aged 10-44 years, made up of 14,428,395 women and 7,253,196 men plus 1,360,576 children who had dropped out before the third grade of primary school.

To solve the problem, the Directorate of Community Education under the Director General for Out-of-School Education, Youth and Sport introduced a new literacy programme in 1977 called Kejar (for learning group) Package "A". The Kejar programme attempted to teach literacy and numeracy skills in the roman script and in the national language as a means to develop cognitive and practical skills to improve the individual's standard of living. Many people who are able to read and write in Arabic or local languages such as Javanese, Buginese, or Balinese, are not considered literate and are therefore part of the target population for the literacy campaign.

Literacy teaching is being done through what has become widely known as "Kejar Program Paket A". The Kejar Programme is a learning programme which is blended with work. One can learn while working or work while learning. The programme provides the opportunity to catch up on what is lacking in education background. The goal is to teach

literacy skills, improve basic information and induce development attitudes. The programme materials consist of packages of information on all aspects of life which constitute minimum essential learning needs. The main texts are presented in the forms of booklets with supplementary material such as posters, pamphlets, slides, cassette tapes and films. The learning process is generated in a group which may consist of ten learners, and the group may be organized co-educationally. A tutor helps the group learn Pakets A1 - A100 in four phases of course periods: phase one for A1 - A10; phase two for A11 - A20; phase three for A21 - A60; and the final phase for A61 - A100. At the completion of each phase, learners are given a participation certificate.

To enhance the quality of the literacy programme, GBHN (State Policy Directions) of 1988 re-emphasized the need to improve and extend out-of-school education (including the Kejar Paket A programme) in order to develop the interest, attitude and the capacity of learners, and to provide them with more opportunities to make a living.

Progress of EOI, UPE and CE

Progress in education from PELITA (Five-Year Plan) to PELITA has been very encouraging. In 1960, about 75 per cent of the population aged 15-54 could neither read nor write, by 1980 the rate was reduced to only 28.9 per cent. It is estimated that, by 1990, there will be a mere 6.6 per cent remaining illiterate to be entirely eradicated by the year 2000.

In 1960 the net enrolment at the primary level was 50.8 per cent, whereas by 1980 it was already 84.6 per cent (NER), and by 1990 and 2000 it is estimated at 98.89 per cent and 99.67 per cent respectively. These increases were due to the successful implementation of compulsory education espoused by the President on 2 May 1984, which by 1986/1987 had already achieved 97.72 per cent (NER), except for children in isolated areas, of very poor families, the handicapped, etc.

According to the Census of 1961 the rate of illiteracy of those aged 15-54 years was about 29.6 per cent (28,574,932) out of a total population (all age-groups) of 96,318,700. The percentage was higher for illiterates aged 10 years and over, i.e. 37.8 per cent. The total number of illiterates aged 10 years and over was 36,498,000.

During the period of 1961-1964, only 35.1 per cent of those aged 10 years and over were in schools. Amongst those who had formal education, 91 per cent had completed primary level, 8.5 per cent secondary level, and only 0.5 per cent had college education. The remaining 36.5 million people were left illiterate.

Two factors were mainly responsible for the low level of general education of the people. Firstly, the government's limited capacity to provide school facilities (buildings, classrooms, teachers, etc), compounded by a low appreciation of the importance of education among many parents. The main task of the government is, therefore, to expand the opportunities for education by providing the necessary facilities and funds, and by mobilizing resources in the community.

With regard to the eradication of illiteracy, the Directorate of Dikmas Community Education aims to:

1. Eradicate illiteracy among the adult population within as short as possible a time, by galvanizing all potentialities in the government, private and social service organizations and the communities.
2. Provide after-care and follow-up courses for the new literates such as: Community Self-Help Course (KSM), Introductory Development Course I and II, Adult Introductory Development Course I and II, Adult Community-Oriented Course.
3. Help learners maintain and expand their information seeking skills through the establishment of libraries or reading centres in the villages, sub-districts or townships, and provinces.
4. Strengthen leadership qualities among the educated groups in the communities so that they may serve as motivators or tutors.

One of the most tangible results during that period was the high visibility of the Dikmas programme in the communities. The literacy campaign was conducted on a massive scale involving all government and non-government and social institutions, with the back up of popular support. One region after another proclaimed itself free from illiteracy, so that by December 1964 the whole country was declared literate.

The success of the literacy campaign in 1964, however, was not matched by a corresponding expansion of primary schools, so that many children aged 7-12 were either out of school or dropped out early due to various reasons including: lack of financial means; the need to help parents in the fields; and lack of school facilities.

According to the census of 1961, only 54.3 per cent of the school-age population (7-12) or 14,589,299 children were accommodated in schools. It meant that 6,667,310 children were out of schools. If we compare the total number of classrooms available in 1961, i.e. 368,974 for a total of 14,589,299 students or 54.3 per cent, then for the remaining 45.6 per cent a corresponding number of classrooms was needed. In view of the population growth rate of 2.34 per cent, the shortage of classrooms would become more acute. It was estimated that by 1964 the total number of school-age children would reach 15,613,468.

To keep pace with the population growth, the government was to double the provision of new classes and new teachers. In fact, in 1964 only 15,872 new classrooms were added with 42,887 new teachers appointed so that no less than 5,107,909 children were left out.

Compared with the figures in 1961, the number of non-school going children came down from 6,667,310 to 5,107,909 or 24.3 per cent. All the people who are by-passed by the schools ultimately sought Dikmas programmes for an alternative solution of their learning needs, adding to the target group which consists of:

- People aged 15 and over who had never gone to school.
- Those who dropped-out at the early stages of primary schooling.
- School-age children who were not accommodated in schools.

In spite of the massive results of the national literacy campaign which culminated in the declaration of total literacy in 1964, actual illiteracy was found among many people, particularly in the rural areas. The strategy adopted during the period 1961-1964 had achieved positive results in terms of introducing new skills to the illiterates but failed dismally in utilizing and functionalizing the skills.

The big campaign lost much of its momentum before people had a chance to put the skills into some use because of lack of after-care or follow-up activities. Although the government mobilized all the resources at hand, the follow-up programmes strained its capacity almost to breaking point. The result was that follow-up courses such as Community Self-Help Courses, the Introductory Development Courses, libraries and reading centres were set up much more slowly than needed. Gradually but surely the new literates, having just acquired the skills at great cost relapsed into illiteracy. Drop-outs from first, second and third grades compounded the problem.

The census of 1971 revealed that the number of illiterates aged 15-54 years totalled 24,344,655. Quantitatively, the number showed a reduction of 4,230,277 or 14.8 per cent compared with the 1961 figure of 28,574,932.

Figures for primary schools during the period 1961-1971 were not favourable either. The total number of school-age children in 1971 was estimated at 19,596,654 of whom 12,896,147 were actually in schools, leaving the remaining 6,700,507 out of schools. During the period 1961-1971, the government could only build a limited number of new classrooms and appoint 142,957 new teachers.

The government capacity to provide education facilities could not keep pace with the population growth rate of 2.34 per cent. The number of classrooms only increased by 14 per cent over the ten year period so that by 1971 they totalled 421,855, much less than needed to accommodate the entire school-age population. As long as there is a disparity between the total number of school-age children and the government capacity to provide schooling facilities, illiteracy will continue to plague the country.

The situation in primary education during the decade of 1961-1971 can be summarized as follows: total enrolment in 1961 was 7,920,658 and in 1971 increased by 62.8 per cent to 12,896,147. The total number of teachers in 1961 was 287,334 against 430,291 in 1971, an increase of 49.8 per cent. There was an increase of 14.3 per cent in the number of new classrooms in 1971 to a total of 421,855. There was also a corresponding increase in the total number of school buildings from 41,212 in 1961 to 64,890 in 1971.

The target group of the 1971-1980 literacy programme was similar to that of previous years, namely people in the following categories:

- Those who had never gone to school
- Those who dropped-out before grades II, III or IV
- Those who were not accommodated in the existing schools.

The total number of those in the first category above aged 15-54 in 1971 was 24,344,655 ; in the second category 696,392 or 5.4 per cent, and in the third category 6,700,507. Thus, the total potential target population for Dikmas programmes was 3,174,552. This was a huge task that called for maximum effort and for the Dikmas organization to operate at full capacity, supported by adequate resources.

Unlike efforts from 1960-1971, when the literacy campaign tended to emphasize quantitative results, the 1971-1980 programme stressed quality. Learners were no longer confined to learning reading skills. The programme promoted the acquisition of literacy-related productive skills in the hope that participants would also improve their living standards as

they learned to read and write. The mass or traditional literacy campaign was abandoned in favour of functional literacy. With the new concept of literacy, the quality of the programme output improved.

Since literacy was directly related to productive skills, learners were more attracted to the courses. However, one aspect which was difficult to control was the planning of support resources. It was very difficult to determine the unit cost per learner since there was no limit to the number of people who might enter the programme. To solve this problem, Dikmas introduced the Basic Education Course (KBPD) whereby the learners were limited to 20 people per course. Another constraint was inadequate resources, so that the programme was not able to serve all the potential learners. In terms of the number of learners completing the learning process, the programme was rather limited.

During that period, Dikmas introduced a new programme of literacy called "Kejar Paket A". The programme is conducted through learning groups. The underlying assumption was that learning is best done through work. One is learning while working or vice versa. The goal is to learn four things simultaneously: to read, to write, and to speak Bahasa Indonesia (the national language), and to gather basic information needed for self and community development. The strategy of dissemination of this teaching is based on a chain reaction through geometric progression, one to ten, ten to a hundred and so forth. Learners are provided with Paket A serials from A1 to A100 containing all aspects of life. A1 to A3 teach purely literacy whereas the rest contains literacy plus practical or productive skills.

Quantitatively Kejar Paket A has proven to be the best strategy, as indicated by the following:

1. Increased number of programme participants who had successfully taken primary school equivalency examinations.
2. Longer retention of learners in the groups because of better methods of mutual learning and learner-oriented content.
3. Increased involvement of the communities, including higher institutions in NFE reflected in the programme of non-formal education at Teacher Institutes.
4. The number of people made literate during the period of nine years totalled 6,008,413 or 667,601 persons annually.

Literacy Programme (1987-1990)

The present literacy campaign is directed towards teaching the remaining 18 million people still illiterate as well as improving the quality of the programme by integrating Kejar Paket A into some income generating activities. To achieve this goal, a variety of learning materials in the form of "do-it-yourself" has been developed and tutors have been retrained in the earning skills.

The improved programme places higher demands upon the tutors, so that it has become very difficult to mobilize qualified tutors who are able to integrate Paket A with some earning activities. Furthermore, with a drastic reduction of the government budget, the programme has only been able to teach between 71 and 84 per cent of the target of 2.3

million illiterates annually. The result was that by 1986/1987 there were still more than 8 million illiterates between the ages of 7 and 44 years.

It is estimated that by 1990 there will still be nearly 7 million illiterates aged 15-54 years. These numbers may be abolished in the year 2,000 so that Indonesia will be free from illiteracy.

Universalization of Primary Education

The legal provisions for Universalization of Primary Education (UPE) aside from the Constitution are as follows:

1. Legislation No. 4/1950 juncto Legislation No. 12/1954. The No. 12/1954 Legislation sanctioned the effectiveness of Legislation No. 4/1950 on the basic framework for school education and instruction, throughout Indonesia. In Chapter VII, concerning compulsory education, article 10 stipulates that:
   a. All children of 6 years of age are entitled to school education while it is compulsory for those aged 8, for at least 6 years.
   b. Going to a recognized religious school is considered satisfactory compliance to the compulsory education law.
   c. Compulsory education will be arranged by a specific law.
2. National Assembly Decision No. IV/MPR/1978. It is stipulated that: "... the emphasis of the educational programme is to expand basic education to realize the implementation of compulsory education...".
3. TAP MPR No. II/MPR/1983 outlines the following:
   a. The focus of educational development shall be on enhancing the quality and expansion of basic education in order to realize compulsory education and the expansion of opportunity for learning at the secondary level.
   b. Within the framework of expanding the opportunities for education, continued efforts should be made to take in school-age children. This attempt shall also reach out to the poor segments of the communities, handicapped children or isolated children to enable them to avail themselves of educational facilities, in order that they can learn and improve their skills. In the same vein, special attention should be given to gifted children to develop their potentialities to a maximum.
4. Presidential Instruction No. 7/1983, concerning a grant for construction of primary school buildings to provide additional opportunities for learning and places at schools for school-age children (7-12 years) and to realize the compulsory education law.
5. The National Conference of Education, on 6 June 1983, where the President of the Republic of Indonesia said: "Another important issue which I would like to draw your attention to is the implementation of compulsory education for all children 7-12 years of age. Compulsory education should start next year (1984).".

From 1973/74 up until 1983/84, INPRES SDs, the programme for the construction of new primary school buildings, had provided 73,050 Unit I buildings, 62,550 Unit II buildings

and 570 multi-storey buildings. Furthermore, 125,700 new classrooms had been added to existing schools and 157,000 old units were renovated.

The provision of teachers during the same period amounted to:

- Generalist teachers - 510,260
- Specialist teachers of religion - 121,840
- Specialist teachers of Sport and Health - 67,620

Other instrumental inputs which the government provided included textbooks, readers and various learning materials as follows:

- Main textbooks - 502,381,000 copies
- Library books - 149,045,000 copies
- Teaching aids - 400,000 sets
- Sport articles - 146,000 sets

Construction of new buildings, addition of new classrooms, appointment of new teachers and renovation of old facilities will continue during the IVth PELITA to serve the increased enrolments at the primary level.

The Presidential Decree No 21/1984 on PELITA IV (Book II chapter 20, pages 533 and 534) planned that compulsory eduction would elicit the 100 per cent participation of all school-age children between 7-12 years of age by 1986/1987. To achieve this goal, the government provided a variety of schooling at the primary level such as:

- Conventional School Designs
- Madrasah Ibtidaiyah (first level religious school)
- Special Education (A-B-C-D-E)
- First Level Special Education (SDBLB)
- Integrated School Designs
- Pamong Primary Schools
- Mini School Designs

A major principle in the national education system has been that education is a lifelong process and takes place in the family, school and the community, hence education is a joint responsibility of the family, the community and the state. The success or failure of education would then depend on these three major components.

With this is mind, the government in collaboration with the communities provides education facilities at the primary level to accommodate children of 7-12 years of age within the framework of compulsory education. Since compulsory education goes beyond the provision of physical facilities and teachers, the government must also concern itself with problems such as health services for children in schools, uniforms, improved diet, etc which fall under the responsibility of parents.

Generally those children who are not in schools are from poor families unable to provide the necessary support, such as payment of school fees, so that children must at times be taken away from school to help the parents earn their living. Other factors that still

Table 1 Compulsory Education between 1980/81 and 1986/87 throughout Indonesia

Fiscal Year	Total # of School Age Children (7-12)	Total of these in Schools	Total of these Not in Schools	NER/P.R.* %
1980/81	24,500.789	20,748.023	3,752,766	84.58
1981/82	21,576.626	19,157.735	2,418,891	86.44
1982/83	23,325.000	22,182.075	1,142,925	88.79
1983/84	25,872.027	23,936.097	1,935,930	95.10
1984/85	25,390.063	24,195.114	1,196,453	95.88
1985/86	25,934.555	25,185.695	748,860	91.11
1986/87	25,627.992	25,044.383	583,609	97.72

**P.R. is an abbreviation for Rate of Participation*

constrain the realization of compulsory education are physical handicaps and the inaccessibility of those living in the remotest areas.

To solve some of the problems a joint ministerial decree made by four ministers (Education, Religious Affairs, Social Affairs, and Home Affairs) sanctioned the giving of financial support to poor children by those who could afford to volunteer funds, within the framework of compulsory education. On this basis, the Minister of Education and Culture (MEC) on behalf of the four ministers initiated a mass campaign called "Gerakan Orang Tua Asuh" (Helping Hands) on 23 July 1984. The "Orang Tua Asuh" is defined as an individual/a family/a group of people who provide financial assistance to poor children to enable them to go to school.

On the whole, however, basic or primary education during the last three decades has been on the increase. This means that the school-age population aged 7-12 years has been increasingly found in schools. In 1960 the net enrolment ratio (NER) was 56.8 per cent or more than 8 million children at school, while non-school going children of the same age totalled 7,867,080. The net enrolment ratio in 1980 was 58.2 per cent or more than 11.5 million children actually going to school. The number of those who were out of school was 8,257,172 children indicating an increase in enrolment during that period of 7.4 per cent.

Data for 1980 indicate that the total number of children accommodated in schools had increased to 84.6 per cent. This undoubtedly had been due to expanded facilities (more school buildings, more textbooks, more teachers, etc) and higher public awareness of the importance of education.

In 1980, the numbers of school-age children (7-12 years of age) who were actually in schools (NER) totalled 20,748,073 while those out-of-school numbered 3,753,766. By the end of PELITA III (1983/1984), the total number of school-age children (7-12) was estimated at 23,325,000. Of these, 22,182,000 or 95 per cent were in schools, and the remaining 1,143,000 or 5 per cent were not enrolled. The majority of non-schoolgoing children were from poor families, handicapped, or living in isolated areas.

It is estimated that the NER in 1990 and 2000 will be 30,095,489 (or 98.8 per cent) and 36,854,427 (99.67 per cent) respectively, with those remaining out of school 354,600 and 120,000 respectively. With compulsory education for school age children since 1984, 97.72 per cent of these children were in schools by 1987. The trend in compulsory education over time may be discerned from table 1.

The numbers of students retained, repeating or dropping out amongst primary school pupils during the decade (1971-1981) can be summarized as follows:

- In 1971, the total number of pupils was 12,096 147; drop-outs 1,360360 (10.61 per cent) and the repeaters 1,387,276 (12.31 per cent).
- In 1972, the total number of pupils was 13,090,548; drops-outs 1,355,424 (10.41 per cent) and the repeaters 1,522,514 (11.71 per cent).
- In 1973 of a total of 13,069,456 pupils, 1,159,237 (8.91 per cent) dropped-out and 1,467,712 (11.21 per cent) were repeaters.
- In 1974 of a total of 13,707,866; 1,221,256 (8.91 per cent) were drop outs and 1,531,191,(11.21 per cent) repeaters.
- Subsequently in 1975, the total was 14,200,157 pupils, 922,667 drop-outs (6.31 per cent) and 1,562,897 repeaters (10.91 per cent).
- In 1976, the total was pupils 15,500,124, drop-outs 657,306 (4.21 per cent) and repeaters 1,648,823 (10.61 per cent).
- In 1977, the total became 17,265,291 of whom 815,736 (4.71 per cent) dropped out and 2,192,152 (13.3 per cent) repeated.
- In 1978, the total was 19,074,879; drop-outs 1,270,020 (6.71 per cent) and the repeaters 1,687,715 (8.87 per cent).
- In 1979, the total was 21,165,724; drop-outs 1,168,826 (5.31 per cent) and repeaters 2,027,286 (9.61 per cent).
- In 1980/81, the total was 22,551,870; drop-outs 1,143,768 (5.11 per cent) and the repeaters 2,261,176 (10.01 per cent).

The data above clearly indicate the trend of increased enrolment at primary schools during the decade. The reverse is true of the drop-out rate, which was at its lowest point in 1976 (only 4.21 per cent), and the percentage of repeaters which reached its highest rate of 13.31 per cent in 1977.

Continuing Education

Continuing education in Indonesia is an educational programme beyond eradication of illiteracy and universalization of primary education. Continuing education by the Ministry of Education and Culture has been conducted since the Five Year Development Plan started

in 1969. At present the Ministry of Education and Culture carries out four types of programmes, as follows:

1. IGLG or Employment Oriented Training (EOT). IGLGs were piloted in 1978 in several districts and have since 1980 been implemented in 7 provinces involving 1,300 learners. In a short time IGLG was implemented throughout the whole country under the Non-Formal Education Project. The total of learners who participated in the programme during 1985 was 172,285, and was 512,895 in 1987. The IGLG is an alternative programme responding to the growing concern in the community regarding the problem of unemployment due to incompatibility of skills and job requirements, and the many job opportunities in the informal sector of the economy that have not been properly managed. IGLG is thus aimed at those community members who have left schools, jobless and poor people, who need assistance in increasing their income in order to improve their daily lives. An IGLG group is comprised of three to five such persons. The members of these learning groups receive up to Rp 200,000.00 per group from the income generating learning funds. They are obligated to repay this loan in two or three years. The funds will be revolved to other learning groups that have not yet received them.

2. Vocational Courses. These courses are run by non-government institutions to provide basic, intermediate and higher vocational skills. The government conducts national examinations in order to evaluate learning programmes which have been developed for 27 different skill areas such as English, Cosmetology, Flower Arrangement, Accountancy, Electronics, etc. Curriculum development and staff training are also being carried out by the government. During the first semester of 1987, the number of courses were 15,506 with 88,340 learners. Table 7 shows that vocational courses have grown very fast in line with a high drop-out rate among students at the primary, junior and senior secondary levels and low enrolments.

3. Apprenticeship. A third type of continuing education is the Apprenticeship Programme which started in 1986. The total number of learners in 1987 was 18,000. The apprenticeship programme provides bursaries for jobless and drop-out youth in large working centres such as repair shops, factories, horticulture stations and so on. The bursaries are in the form of a learning fund as mentioned above. The learning funds are to be used by the trainees to develop their skills.

4. Youth Training. This type of programme aims to help unemployed youth who have left school. The government organizes one month vocational training courses for skills which are required on the job market. It is possible for participants to create employment opportunities in agriculture and small business enterprises. In this case the government provides facilities and a loan from the bank. The Youth Training Programme, serving 99,351 participants in 1980 and increasing to 181,560 in 1985, was fully financed by the government. Hence in 1987 the number of learners was only 8,458 because of the financial problems which were faced by the government. An additional learning group supervised by the office of the State Minister for Women's Affairs had 22,940 participants in 1985 which was reduced in 1987 to 540 participants.

The types of post-literacy programme in the past consisted of the Introduction Development Course (KPP), Adult Education Training (KKOD), Community Leadership Course (KKM A/B/C), Family Life Education Course, Vocational Courses and Village Library. These programmes were conducted by the Ministry of Education and Culture before the launching of new efforts to fight illiteracy. The new effort was not only intended to abolish illiteracy in Latin characters and Arabic numerals but also to abolish ignorance of the Indonesian national language and to raise the level of basic education. This concept has reformed not only literacy programmes but also the implementation of post-literacy or continuing education.

Continuing education has grown very fast and spread out all over the country in accordance with the State General Policy Directions or The GBHN. In it, it was stated that the government has to undertake to make programmes of lifelong education available to every citizen. These programmes have been conducted by various ministries and non-governmental agencies. The GBHN 1988 stresses the development of wholesome and productive individuals. Therefore, non-formal education should orient itself towards employment and income-generating activities in order to improve the quality of life through continuing programmes such as: Income Generating Learning Group (IGLG); Youth Leadership Training; Farmers' Learning Group; Family Life Education Courses; Family Planning Groups; etc.

These educational programmes are designed for the new literates, school leavers, job seekers or graduates of secondary schools who do not continue to a higher level of schooling because of the following problems:

1. A high rate of population growth (2.1 per cent per annum) resulted in 3.5 million additional people entering the job market looking for jobs who must be provided with some form of employment.
2. A high drop-out rate among students at the primary, junior and senior secondary levels.
3. There is always a big gap between what has been learned in schools in terms of skills and the types and levels of skill required in the job market. On the other hand, factories and business communities will only take those people with "running skills".
4. Graduates of vocational courses lacking in terms of equipment and facilities were not able to sell their skills or create new employment opportunities. These courses were offered as part of continuing education programmes by non-government organizations or individuals.

In response to these problems, all types of continuing education or non-formal education programmes as outlined in the GBHN must be oriented to and linked directly with income-generating and employment generating activities. The types of programmes are shown in table 2. Regarding the implementation of continuing education, the government has planned to educate all people based on their needs by the year 2000.

Table 2 Types of Continuing Education in Indonesia (Post-literacy and Non Formal Education)

No.	Types of Continuing Education	Learners	Objectives	Carry Out By:
1.	2	3	4	5
1.	Income-Generating Learning Group	- New Literates - Drop-out from secondary education	- To provide the income for learners - To create new job	Ministry of Education and Culture (MOE) and other Ministries
2.	Vocational Courses	- Drop-out from secondary education - Graduate from junior and senior high school	- To improve their vocational skills	MOE and Ministry of Manpower
3.	Apprenticeship	- Drop-out from secondary education - Graduate from junior and senior high school	- To improve their vocational skills - To create new jobs	MOE and Ministry of Man power
4.	Youth Training	- Youth leaders	- To improve their vocational skills - To train the leaders of youth	Ministry of Education and Culture (MOE)
5.	Scout leader Training	- Scout leaders	- To improve the knowledge and skill of scout leader	Indonesian scout movement
6.	Farmers Learning Group	- Farmers	- To improve the vocational skill of farming	Ministry of Agriculture
7.	Family Life Education Course	- New literate Women - Housewife - Women leader	- To improve their daily lives	Family Life Welfare Movement
8.	Family planning Group Members	- Housewife	- To improve the quality of life	Family Planning Coordination Board
9.	Sports Training sport trainer	- Community Sports Clubs	- To improve the community	National Sports Committee
10.	Training sport leader	- Community Sports Clubs	- To improve the community	National Sports Committee
11.	Income-Generating Learning Group For Women	- Housewife	- To improve the quality of life	Ministry of Women affairs
12.	T.V. Radio Learning Group Broadcasting	- Community	- To improve general knowledge and skill	Ministry of Information
13.	Kelompok Tani Perkebunan Rakyat	- Landless farmers	- To provide occupation in agriculture	Ministry of agriculture

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Table 3

Continuing Educations Carried Out by the Ministry of Education and Culture

No.	Learners/Types of Post-Literacy and Non-Formal Education	Year 1980	1985	1987	Remarks
					*) Total during 1980 - 1987
1.	Income-Generating Learning Group	1,300	172,285	512,895*	
2.	Vocational Courses	-	41,944	62,269	
		-	-	18,000*	
3.	Youth Training	99,351	181,560	8,458	
4.	Income-Generating Learning Group for Women	-	22,940	540	

Chapter 2

National Policy on Education for All

National Coordination Mechanism

As the three components of Education for All have already been implemented by the government through the various Ministries and non-governmental agencies and their operationalization has thus far been satisfactory, there is no immediate need to create a new permanent institution to implement the Programme of Education For All. What is required is a more effective utilization of the recently established National Coordination Committee on APPEAL Indonesia (POKJA).

POKJA, which was set up in early 1988, consists of representatives of different Ministries and non-government agencies chaired by the Director-General of Non-Formal Education, Youth and Sports. The members of POKJA are: Coordinating Ministry of People's Welfare; Department of Education and Culture; Department of Home Affairs; and Department of Religion.

The POKJA is assisted by a Technical Committee made up of representatives from relevant Departments, and non-government agencies as follows: Department of Information; Office of The State Minister for Women and Development Affairs; Department of Agriculture; Department of Industry; Department of Trade; Department of Transmigration; Department of Cooperatives; Office of State the Minister for Youth Affairs and Sports; Department of Finance; National Development Planning Board; Department of Health; Women's Organization of the Wives of Civil Servants (Dharma Wanita); National Family Welfare Movement (PKK); Women's Organization of the Wives of the Armed Forces Personnel (Dharma Pertiwi); Indonesia Women's Congress (KOWANI); Indonesia National Youth Committee (KNPI); Bureau of Statistics; National Family Planning Coordination Board; National Scout Movement (Pramuka); Non-Formal Education Association; Department of Social Affairs; Department of Manpower.

To support the POKJA and coordinate the national activities, its Secretariat is chaired by the Secretary of the Directorate General of Non-Formal Education, Youth and Sports. This monitoring function can be further reinforced through the National Technical Sub-Committees. At the provincial and district levels, the implementation of Education for All is coordinated by the head of the local Government as chairman of POKJA.

To achieve coordination, POKJA will identify all possible mechanisms and develop several policy guidelines. The integrated or coordinated plan at macro and micro levels will be developed on the basis of general guidelines provided to ultimately achieve integration with the national plan.

Programme Coordination between EOI, UPE, and CE

Coordination between EOI, UPE, and CE was effected through joint planning of these three components. Coordination at the national level prior to the establishment of APPEAL Working Group (POKJA) was fragmentary; each developed its own machinery. For instance, UPE developed its own mechanism called POKJA Wajib Belajar (Working group for Compulsory Education), while EOI and CE have the NTCC (The National Technical Coordinating Committee). Both committees (POKJA and the NTCC) have been transformed into POKJA APPEAL INDONESIA.

The NTCC coordinates EOI and CE only at the national level, whereas at the provincial and district levels coordination is by function i.e. by Dikmas staff. The coordination of UPE is carried out by POKJA Wajib Belajar (Compulsory Education Working Group) at different levels of administration from the national down to the village level.

With the completion of the compulsory education programme at the primary level for school age children (7-12 years of age), the POKJA Wajib Belajar was abolished. To implement the APPEAL programmes, POKJA Wajib Belajar was strengthened by the addition of members from the relevant departments and non-government organizations.

Coordination of EOI, UPE and CE at the micro level is to be effected through joint and integrated planning. As an example, once a particular district adopts a firm policy to eradicate illiteracy amongst its population, then it will mobilize all existing funds and force (manpower, funds, monitoring and other support facilities) to tackle the problem. At the same time, follow-up activities will be designed to sustain and develop the programme further in the forms of primary school equivalency programme, vocational skill training and income-generating learning groups, or other forms of learning according to the actual needs of the local communities. For coordination at the national and provincial levels, support will be given to ensure successful implementation of the three components.

National Activities

Since the Regional Workshop of the National Coordinators of APPEAL was held in August 1987 in Chiang Mai, Thailand, Indonesia has compiled an inventory of all publications and information related to APPEAL, such as APPEAL Bulletin, Report of International Symposium held at Ulan Bator, Unesco Statistics, Unesco Publications on APPEAL 1986, Publications distributed in the Regional Workshop of the National Coordinators of

APPEAL and other relevant publications. Some publications have been translated into Bahasa Indonesia and distributed to relevant agencies and field workers all over the country.

A national meeting attended by 40 participants was held in the first week of September 1987. The objective of the meeting was to introduce the concept of APPEAL and its activities. It was agreed that the role of each agency implementing EOI, UPE and CE should be enhanced. The participants agreed to set up a National Coordinating Board on APPEAL (POKJA). This board is called APPEAL-INDONESIA. In mid November 1987, the second national meeting was held in Jakarta with the same participants. The purpose of the meeting was to develop national guidelines for APPEAL-INDONESIA, using the guidelines which had been developed during the workshop in Chiang Mai as a basis.

With the establishment of POKJA APPEAL-INDONESIA, the government has provided financial support for POKJA activities in 1988/89 and subsequent years. Activities planned within the framework of the International Literacy Year in 1990 include, amongst others:

1. Development and production of various field manuals for APPEAL-INDONESIA to be used as guidelines for planning, programming, implementation, monitoring and evaluation of different aspects of the programme.
2. Setting up relevant statistical data on the three components of the programme.
3. Studies on literacy levels of different groups of people for use in designing particular literacy activities.
4. Organization of national seminars on the prospects and the outcome of APPEAL by the year 2000.
5. Regular publication (quarterly) on the progress and achievements of the programme (APPEAL).
6. Training workshops for the field staff of the three programme components.
7. Undertaking of a mass information and motivational campaign through mass media (printed and electronic) for the International Literacy Year 1990.

These activities are expected to strengthen the implementation of the three components of APPEAL-INDONESIA to achieve the goal of Education for All by the year 2000.

Chapter 3

Main Strategies

Policy and Planning

Since Unesco promulgated the APPEAL in 1986, the Indonesian government has taken the necessary steps to strengthen the implementation of EOI, UPE and CE. A plan was set up to achieve 100 per cent enrolment of school-age children (7-12 years) by 1987. Meanwhile, the literacy campaign to eradicate illiteracy among the population aged 7-44 years by 1988 has yet to achieve its final result and a new plan is now set out for 1990.

This main strategy to achieve the goals of EOI, UPE and CE, as a means to realize the mandated goal of the 1945 Constitution (article 31) by the year 2000, is "to expand the provision of education facilities and institutions according to the local conditions and needs". This strategy aims at arousing interest, and strengthening the aptitude and capability of the local communities to earn while learning.

- In the EOI sector, the government will continue its policy to provide literacy education which is integrated into some income generation or earning activities. This programme will provide learners not only with the skills of reading and writing, arithmetic, Bahasa Indonesia (the national language), and basic information, but also the skills to increase income, even to create their own employment. The priority target groups are people between 15-44 years of age. It is planned that by the end of 1990 these people will be made literate, enabling the programme to shift its attention to people of 45 years of age and up.
- The policy in UPE is to further primary education as outlined in the GBHN 1988 to include 9 years schooling by 1993. The plan was that by the year 2000 school-age children of 15 years will have a minimum of 9 years education in schools.
- In the CE sector, the focus will be on providing alternative skills training and apprenticeship programmes for those who do not continue their schooling to higher levels or drop out before completing a particular terminal programme, to enable them to take some school equivalency programme. By the year 2000, people aged 7-15 years will have an educational attainment equivalent to 9 years schooling.

Graduates of the Kejar Paket A programme will get further training to enable them to improve their life through Kejar Usaha.

- From 1988/89 onwards, EOI, UPE and CE (both Government and NGO programmes) will come under the coordination of POKJA APPEAL which assists the government in training, policies and integrated planning.
- The planning process emphasizes "bottom up planning" to be integrated at the national level based on the targets set out for a five year interval. The Bureau of Planning in the Ministry of Education and Culture was to coordinate planning of EOI, UPE and CE. This mechanism is expected to continue in the future to ensure integration of the three components.
- At the provincial and district levels coordination was effected by a Development Planning Group, while at the village level it was in the hands of LKMD (Village Council) under the supervision of the subdistrict officer. The role of the subdistrict office of Education and Culture (Kancam) was to review the proposed programmes submitted by the LKMD.

Implementation

Integration in planning is crucial to successful implementation of Education for All. Programming for EOI and UPE by the Ministry should be improved to ensure the functional relationship between the three components. With regard to CE, broad based programming should be more greatly emphasized since the programmes are implemented by different government as well as non-government agencies. Another consideration in programming is the need to focus on the disadvantaged groups by providing special programmes using different approaches.

The EOI is targeted primarily at people between 7-44 years of age through the Kejar Paket A Program to teach them to read and write Latin script and Arabic numerals, Bahasa Indonesia, and basic information, using Paket A booklets and their supplementary materials in the form of printed and non-printed matter presented in a "do it yourself kit". For people aged 45 years and up, non-printed materials such as cassette tapes, slide shows and films will be provided.

The UPE programme, which by the end of 1987 had reached a 100 per cent enrolment rate, will be focused on improvement and prevention of repeaters or drop-outs. Furthermore, starting 1993, UPE will be increased to include 9 years of schooling. The disadvantaged groups will be given special services such as: itinerant teachers; Mini SDs and others in accordance with the local conditions.

CE will give high priority to drop-outs of secondary schools, and graduates of SDs and Lower Secondary who did not continue their schooling. In addition, follow up activities will be strengthened for new literates who have completed Kejar Paket A Program.

The mechanism for programming Education for All takes cognizance of the local and regional needs as articulated in the local planning sessions coordinated by the local administrations oriented to the national guidelines.

The Organizational Structure

Education for All will be based on the existing institutions or organizations. At the national level, a Steering Committee was established, chaired by the Director General for Non-Formal Education, Youth and Sports with members drawn from the relevant government departments and social institutions. The Steering Committee is assisted by technical committees for each component of APPEAL (EOU, UPE, and CE). In the provinces, similar structures exist with heads of the administration (Governor, District and Subdistrict Chiefs, and Village Heads) as chairpersons or officers in charge.

The Steering Committee is responsible only for policy directions, providing technical guidelines, supervision, monitoring and evaluation, while the implementation is to be the responsibility of the respective agencies/institutions.

Community Participation and Local Resource Mobilization

Pursuant to the policy that education is the responsibility of the government, the communities and families, the government has to mobilize the existing potentialities in the communities to back up the operationalization of EOI, UPE and CE. These include:

- Mobilization of volunteers from among the educated groups to serve as tutors in literacy programmes.
- Construction of school plants and the provision of educational media by the communities, factories and private business for people in the surrounding areas.
- Organization of various privately conducted training courses, which now number 15,606, to be improved and strengthened.
- Utilization of traditional institutions of learning such as pesantrens (religious boarding schools, churches, and others) for the implementation of EOI, UPE and CE.

To increase participation and mobilization of local resources, the government should intensify efforts to institutionalize EOI,UPE and CE by organizing competitions, prize winning contest, etc.

Technical Resource Support

Technical support for the implementation of APPEAL Indonesia will be derived from the existing institutions which include:

a. The curriculum centre at BP3K Departmen P & K (Office of Research and Development) which develops curricula not only for SDs but also for EOI, UPE and the CE. The existing curricula should be improved and made more relevant to the needs of EOI, UPE and CE.

b. The existing Teacher Training Centres, Teacher Training Development Centres, Provincial DIKMAS Centres, and the District Resource Centres for NFE, should be improved to enable them to better serve EOI, UPE and CE. Institutions of higher learning should, in addition to producing intellectuals, also provide the manpower required for EOI, UPE and CE through the students' programmes of study, i.e. training to be tutors.

c. To support APPEAL activities, research centres at BP3K Departmen P & K, Universities, government departments and non-government institutions should be involved in various research studies. Pertinent topics of study include:

- Literacy level of different groups of people.
- Trace studies of vocational training courses in the job market.
- Educational statistics.
- Manpower planning, etc.

d. The national examination system (Ebtanas for school and tests for vocational courses) should be improved and better coordinated, to allow for entry and re-entry to both programmes. For this purpose, systematic and comprehensive supervision must be provided by POKJA APPEAL.

Financial Resources

There is a need for financial support for each component of the programme to enable POKJA to perform its functions. Budget allocations provided by the government have not been sufficient to support the implementation of EOI and CE. The government should seek financial assistance from international donors or loans or grants. The existing or current assistance should be utilized more effectively to further the cause of APPEAL INDONESIA.

Monitoring and Evaluation

Apart from the supervision and evaluation to be carried out by each unit of the APPEAL components, a mechanism for integrated monitoring should be developed by POKJA through which the progress of the three programme components may be supervised and monitored in accordance with APPEAL policy. For this purpose monitoring teams should be set up at different levels of administration.

Chapter 4

Statistics and Projections for the Future

Total Population and Distribution by Age and Sex

The government has undertaken three national censuses at intervals of about ten years (1961-1971-1980). The results of each census can be summarized as follows:

- Population in 1961. The census of 1961 showed a total population of 96,318,700, composed of 47,493,800 males and 48,824,900 females. There was a difference of 2 per cent in favour of the female population.
- Population in 1971. The census of 1971 revealed a total population of 118,367,800, composed of 58,338,600 males and 60,029,200 females. Here again it shows a constant proportion of male and female population similar to the 1961 census, i.e. a difference of 2 per cent in favour of females.
- Population in 1980. According to the census of 1980, the total population was 146,776,400, comprising 72,951,700 males and 73,824,800 females. The male/female ratio remained about the same.
- Analysis of population during the two decades. The total population in 1961 was 96,318,700, which had increased to 118,367,800 by 1970. This was on overall growth of 23 per cent within a period of ten years, at an average of 2.30 per cent per year.

The age-group 10-14 had a higher percentage growth rate than the other age groups. The rate for the age group 0-4 was relatively small because in 1967 the government started a national family planning programme, with each family encouraged to have a maximum of three children. The percentage growth rate for females was slightly higher than that for males (2.29 per cent: 2.28 per cent).

There was an average increase of 2.40 per cent annually during the period 1970-1980. This was slightly higher than during the previous years by about 0.10 per cent, which may have

been due to better health services. This began during the first Five-Year Plan (REPELITA). One of the striking impacts of the many development programmes generated by the government, particularly improved health services, was the reduction of the mortality rate to under 100 per thousand. The development of health services featured the establishment of health clinics which in 1976 had already spread to 3,343 localities throughout the country in addition to 613 government and 504 private hospitals with a total of 7,261 physicians. In conjunction with the health clinics, intensive programmes of immunization, diet, and clean water supply were effected.

Through non-formal education, those programmes were transmitted to learners, contributing to better health conditions. The percentage of the age-group 55-59 years had the highest growth rate compared to other age groups, indicating better general health than in the previous decade. By sex, the growth rate among males was slightly higher than among females (25 per cent against 23 per cent). Compared to the previous decade (1960-1970), the growth rate of the male population was slightly lower than that of the female population.

In 1960, the mortality rate of boys was 275 per thousand against 158 per thousand for girls, whereas in 1971, it was 142 per thousand and 121 per thousand respectively, or 7.98 per cent higher among boys. In 1960 the mortality rate of boys was 27 per cent higher than girls. During the last two decades, the birth rate for boys was higher than for girls, by an average of 12 per cent. Population statistics and distribution by sex and age are given in annex 1.

Adult Illiterates according to Age-groups, Sex and Rural/Urban Residence

The census of 1980 showed a total of 31,218,663 illiterates aged 10 and over or 29.94 per cent of the total population in that age group. In ten years the literacy activities have succeeded in reducing the illiteracy rate among people 10 years of age and over by about 10 per cent. By sex it was found that the illiteracy rate among females was higher than among males (38.49 per cent for females and 21.11 per cent for males):

1. Boys have a better chance to get education than girls as shown by the school enrolments which were (46:64), junior high (39:61), and senior high both in favour of boy students.

2. Early marriage, particularly in the rural villages was one of the causes of drop-out at different educational levels, indicated in the school statistics of 1976, where drop-out among students accounted for 50 per cent amongst girls against 45 per cent for boys.

In the literacy programme, adults have been defined as those in the age group 15-54 years. It was assumed that by the age of 15 one should have completed junior high school and therefore acquired the minimum skills to earn a living. Many of the youngsters in the rural areas are already working in the fields as farm labourers or as factory workers. Even in the towns more and more school-age children take up full or part-time jobs in the informal sector such as paper-boys, shoe shine boys and food hawkers. The Census of 1980 shows that 18,336,242 people aged 15-54 years were illiterate or 57.73 per cent of the total population 10 years of age and over, a reduction of 14.27 per cent from 1971.

In 1980 male adult illiterates were 5,994,991 compared with 8,068,546 in 1971 and 10,313,808 in 1961. Within this 20 year period there has been an average reduction of 0.17 per cent annually in the illiteracy level among the adult population. Female adult illiterates in 1980 numbered 12,341,331, while in 1971 there were 16,276,109 and in 1961 18,261,124, with an average reduction of 1.62 per cent. According to a mid-term Report of UNICEF-DIKMAS joint project, this may be due to the fact that the majority of learners in the Basic Education Programme were females. The general literacy situation shows that in 1980, there were 34.61 per cent more female adult illiterates than males. This was largely due to the fact that men in general had more access to formal schooling than women, particularly in the rural areas.

The general pattern of population distribution shows that 89 per cent of the adult illiterate population lives in the rural areas against 11 per cent in the urban communities. The following factors compound the problem of uneven distribution:

- There is more opportunity to enter formal schooling in the urban communities.
- Urban areas have better school facilities than rural villages.
- The urban population is more directly exposed to modernization.
- Urban families are of a higher social economic status than the rural population.

Furthermore, urban dwellers with fewer numbers but higher density facilitate communication and progress at a much faster rate than the rural population.

Indonesia administratively is divided into 27 provinces, 307 districts/townships, 3,447sub-districts, and 66,440 villages with a total population of about 147 million.

Of the total number of illiterates, 64 per cent were women. Of the total women illiterates, 63 per cent live in the rural villages against 69 per cent among the urban female population. While the rate of illiteracy amongst women was higher in towns than in the rural villages, among men the percentage for rural areas was 37 per cent compared to 31 per cent in urban areas. The rate of illiteracy among rural men and rural women of the 10-14 age group was about equal, i.e. 49 per cent among men and 51 per cent among women. For the 40-54 age-group the ratio was 32 per cent among men and 68 per cent among women. The rate of illiteracy among urban population aged 7-9 was 51 per cent for men and 49 per cent for women. The most skewed illiteracy ratio was that of the age group 40-54, i.e. 23 per cent for men and 67 per cent for women.

There are five islands equivalent to regions, i.e. the five bigger islands of Sumatra, Java, Kalimantan, Sulawesi and Irian Jaya. Of the total illiterates of 31,218,663 (age 10 and over) in 1980, 11.54 per cent were found in Sumatra, 67.90 per cent were in Java, 6.82 per cent were in Sulawesi, 4.78 per cent were in Kalimantan, and the remaining 8.96 per cent were in Irian Jaya plus the other smaller islands. The highest prevailing illiteracy rate in Java corresponds to the ratio of Java population which was 63.31 per cent of the total population of Indonesia.

By sex, the illiterates in Java were 33.54 per cent men and 66.46 per cent women. The corresponding ratio for Sumatra was 33.24 per cent for men and 66.76 per cent for women; Sulawesi 39.05 per cent men and 60.95 per cent women; Kalimantan 36.30 per cent men and 63.70 per cent women; and in Irian Jaya 35.81 per cent men and 64.19 per cent women. A breakdown by rural and urban residence shows the following: In Java, 86.36 per cent

rural against 13.64 per cent urban population; in Sumatra, 89.71 per cent rural and 10.29 per cent urban population; Suláwesi, 96.06 per cent rural and 7.94 per cent urban population; Kalimantan, 88.09 per cent rural and 11.91 per cent urban population; Irian Jaya plus other smaller islands, 91.89 per cent rural and 8.11 per cent urban population.

Of the total illiterates aged 15-54, it was found that Irian Jaya has the highest rate of about 49.7 per cent of the total adult population of this age. This may be due to the following factors:

- Irian Jaya is a relatively new province in the eastern part of the country. The province has only recently been integrated and has been previously underdeveloped.
- The total area of 421,981 sq km with a density of only three people per square kilometre and a lack of transportation facilities has severely hampered the outreach of the programme. Other factors militating against the literacy programme have been the traditional way of life of the people, particularly those living in the hinterlands and divided into culturally different tribes, making them difficult to contact.

Nevertheless, the government continues its efforts to expand educational opportunity in Irian Jaya by trying different approaches and methods. Whereas the learning process is usually generated through face to face contact elsewhere, in the province of Irian Jaya DIKMAS relies more on mass media such as radio. The problem of outreach has been compounded by a poor communication infrastructure, so the monitoring and supervision activities have to be curtailed to a minimum. These conditions forced DIKMAS to intensify all avenues of communication with the population through a sectoral programme of civic mission by the armed forces, study service schemes conducted by universities and trans-migration projects.

The general conclusion that can be made is that the majority of illiterates were found in the rural areas, corresponding to the general pattern of population distribution. Illiteracy among women was found higher than among men by about 28 per cent. Reasons for the disproportionate ratio of male and female illiteracy may include the practice of early marriage and the existence of fewer opportunities for women to obtain education.

Estimated Illiterate Population 15-54 Years, 1990-2000

During the periods 1961-1971 and 1971-1980 there was a marked decrease in illiteracy. The trend was accelerated during the post-1980 period because of the expansion of the Kejar Paket A Programme. In 1961 the illiterate population aged 15-54 was 28,574,900, by 1971 it was reduced to 24,344,700, and in 1980 became 18,336,200. In absolute numbers, during the period of 1961-1971 an annual reduction of 423,200 illiterates was achieved, while from 1971-1980 600,800 people were made literate each year. If the rate of reduction of illiteracy corresponds to resources allocation to DIKMAS, then it can be deduced that in the period 1980-1990 (when the government budget for literacy will double) about one million people can be made literate each year.

It is estimated that by 1990 there will be six to seven million illiterates, assuming that: (a) the illiteracy rate will be reduced from time to time due to the expansion of Kejar Paket A; and (b) there will be no new illiterates coming from those who do not go to school or

drop out because of the enforced compulsory education law beginning with Repelita IV in 1984.

The same technique of 'least square methods' used to project population ratio of those aged 15-54 years for the periods 1961-1971 and 1971-1980 may also apply for estimation of total illiteracy in 1990 and 2000.

Based on previous estimates, the ratio of illiterates aged 15-54 to the local population is 0.0387. Multiplying it by the estimated total population of 1990 yields a total of 6,955,938 illiterates aged 15-54 years. The estimated total number of this group in 1980 was 18,336,242. Therefore, during this ten year period, the number of illiterates will be reduced by 11,380,304 or 1,138,030 per year. This figure corresponds to the annual budget allocated to DIKMAS during the same period.

Similarly, using the same ratio as 1980, we can figure out the breakdown of this population group by sex and urban or rural setting for 1990. There are 275,500 male and 2,031,100 female illiterates in urban areas, and 468,800 male and 4,180,500 female illiterates in rural communities.

Based on the increasing capacity of the government to launch a national literacy programme, it is estimated that by the year 2000 literacy will be completely wiped out. At a performance level of one million new literates per year, the government will be able to make the remaining 6.9 million illiterates of 1990 literate by 1995. If there are no fresh illiterates during the period between 1995-2000, then it can be expected that by 2000 there will be no more illiteracy.

Expansion of Primary Education (1971-1980)

In 1980 the total number of school-age children (aged 7-12) was 24,358,575 of whom 22,487,053 or 92.3 per cent actually were in school, compared with 12,896,147 or 71.6 per cent in 1971; an increase of 20.7 per cent. The increase in the number of school-age children getting into schools came about because of the government's capacity to provide more schools and appoint new teachers; from 64,890 schools in 1971 to 105,485 in 1980. This increase of 62.6 per cent was made possible by a crash programme called SD Inpres.

The number of teachers had been increased by 54.6 per cent from 430,291 in 1971 to 665,264 in 1980. The substantial increase in the provision of schooling facilities by more than 50 per cent clearly indicated the high priority given to education. The result was that the total percentage of school-age children excluded from schools decreased from 28.4 per cent in 1971 to 7.7 per cent in 1980. The increased awareness of the importance of school education was further shown in the increase of the ratio between students and classrooms. In 1961, it was 21.5 per cent, which by 1980 reached 45.2 per cent.

According to the 1980 census, the total number of school-age children was 24,358,575 of whom 20,396,989 (84 per cent) were in school. The ratio of school-going children and schools was slightly under the standard ratio at 1:180. The proportion of schoolgoing children was 52 per cent boys and 48 per cent girls. The non-school going children and the school-age children who were left out of schools may be the result of:

- An inadequate ratio of school-age children.
- Lack of teachers. Data on school statistics show the students at a ratio of one teacher per 37 whereas the ideal ratio is 1:30.
- Lack of awareness of the importance of education among some of the parents, particularly those in the rural communities. This may be due to economic necessity such as child labour in the fields.

The government and the communities continued to seek the development of school buildings, teacher appointment and the "Orang Tua" (parent's care) programme to make compulsory education a success. Therefore, in 1980 the proportion of school going children was 50 per cent boys and 50 per cent girls.

The enrolment in grades I, II and III was about 14,450,893 students or 71 per cent of the total. There were 5,321,513 or 26 per cent in grade I; 5,076,253 or 24.8 per cent in grade II; and 4,153,127 or 20.36 per cent in grade III. The distribution of drop-outs at different grade levels was 3.3 per cent (grade I); 4.6 per cent (grade II); and 8.1 per cent (grade III). The highest rate of drop out occurred at the higher grades, which shows that as children grow older their role in the village economy becomes more crucial, hence the higher drop-out rate at grade III.

The development up to the year 2000 can be envisioned as follows. The target for CE will be determined by the number of school graduates not continuing to higher levels - Lower Secondary, Upper Secondary and College. The projected increase in the absorption capacity of the lower secondary level by 1993/94 is from 63 per cent to 82.5 per cent, whereas for colleges/universities it will remain 57.7 per cent. There will be an annual increase of 2.3 per cent due to population growth and Paket A learners in need of further training.

Continuing Education needs to cater to 12,017,108 in 1985 and 15,617,108 annually thereafter to catch up with the population growth of 3.6 million. By the year 2000 this need will still be increasing because of the number of new literates completing literacy courses.

Table 4

Population by Sex and Age Group 1960 - 2000

Population	1961	1971	1980	1990	2000
TOTAL	96,318,700	118,357,800	148,040,000	183,456,800	222,753,000
FEMALE	48,824,900	60,029,200	74,429,400	96,017,900	111,490,800
% FEMALE	50.69 %	50.71 %	50.28 %	52.34 %	50.05 %
0-14 YEARS OLD					
TOTAL	40,544,600	52,040,400	60,006,100	78,625,200	95,465,500
FEMALE	20,080,700	25,555,600	29,226,600	38,002,200	46,459,900
15 YEARS AND OVER					
TOTAL	55,774,400	66,327,400	88,033,900	104,831,600	127,287,500
FEMALE	28,744,200	34,473,600	44,589,000	53,011,400	64,367,000
PRIMARY SCHOOL AGE POPULATION					
TOTAL	15,988,654	15,596,654	24,358,575	30,461,022	36,976,504
FEMALE		9,906,882	11,839,897	15,274,822	18,504,734

* *Central Bureau of Statistics Projection*

Table 5

Number of Adult Illiterates by Sex 1960 - 2000

Adult	1961	1971	1980	1990 *)	2000 *)
TOTAL	28,754,332	24,344,655	18,336,242	6,955,900	NONE
MALE	10,313,080	8,068,246	5,994,642	4,406,600	NONE
FEMALE	28,744,600	16,276,109	12,241,331	4,649,300	NONE

*) *Central Bureau of Statistics Projection*

Table 6

Number of Adult Illiterates by Sex 1960 - 2000

Literacy Rate (%)	1961	1971	1980	1990 *)	2000 *)		
TOTAL	43,000	59,600	71,100	93,400	100,000		
MALE	55,700	71,800	78,900	96,400	100,000		
FEMALE	31,700		49,000		61,500	93,200	100,000

*) *Central Bureau of Statistics Projection*

Table 7

Enrollment in Primary Education Gross Enrollment, Net Enrollment Ratio, and Out-of-School

	1960	1970	1980	1990	2000
PRIMARY ENROLLMENT					
TOTAL	8,995,098	12,856,092	22,487,053	-	-
BOYS	5,072,547	6,638,014	11,416,807	-	-
GIRLS	3,922,551	6,218,078	11,070,246	-	-
GROSS ENROLLMENT					
RATIO X 1)	56.10 %	65.08 %	91.80 %	-	-
TOTAL	8,955,098	12,856,092	22,487,053	-	-
BOYS	5,072,517	6,638,014	11,070,807	-	-
FEMALE	3,882,581	6,218,078	11,416,246	-	-
NET ENROLLMENT					
RATIO X)	58.80 %	58.20 %	84.60 %	98.80 %	99.76 %
TOTAL	8,122,015	11,501,138	20,748,073	30,095,489	36,854,477
BOYS	4,342,036	5,933,102	-	15,004,777	18,469,943
GIRLS	3,779,979	5,568,036	-	15,090,712	18,384,534
OUT OF SCHOOL					
TOTAL	7,867,080	8,257,172	3,752,766	354,600	120,200
BOYS	-	-	-	-	-
FEMALE	-	-	-	-	-

X 1) GER 1986/87 = 103.5 % 1986/1987 7 - 12 OUT OF SCHOOL = 583,609

X) 1986/1987 NER = 97.72 %

1980/1981 = 7 - 12 Out-of-school 25,044,383 (7 - 12 in the school)

= 3,752,766 25,627,992 (7 -12)

Out of School (7 - 12 years)	1980/81	1981/82	1982/83	1983/84	1984/85	1985/86	1986/87
	3,752,766	2,418,891	2,142,925	1,935,930	1,196,453	448,860	583,609

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Table 8

Percentage Enrolled in Grade I and Survived until Grade V of Primary Education

	1960	1970	1980	1990	2000
PERCENTAGE ENROLLMENT IN GRADE I					
TOTAL	-	12,856,092	22.487.053	-	-
BOYS	-	6,638,014	11,416,807	-	-
NUMBER ENROLLED IN GRADE I					
TOTAL	-	3,214,800	5,221,513	-	-
BOYS	-	-	-	-	-
GIRLS	-	-	-	-	-
DROP-OUT					
TOTAL	1,687,109	1,574,090 (7.00 %)	1,210,990 (5.70 %)	1,120,893*	1,098,476*
BOYS	915.545	927.000	619,317	659,557	621,239
GIRLS	771,564	647,090	519,673	461,336	477,23

*) *Based on trend*

Primary School, Teacher, Student Development (1950 - 2000)

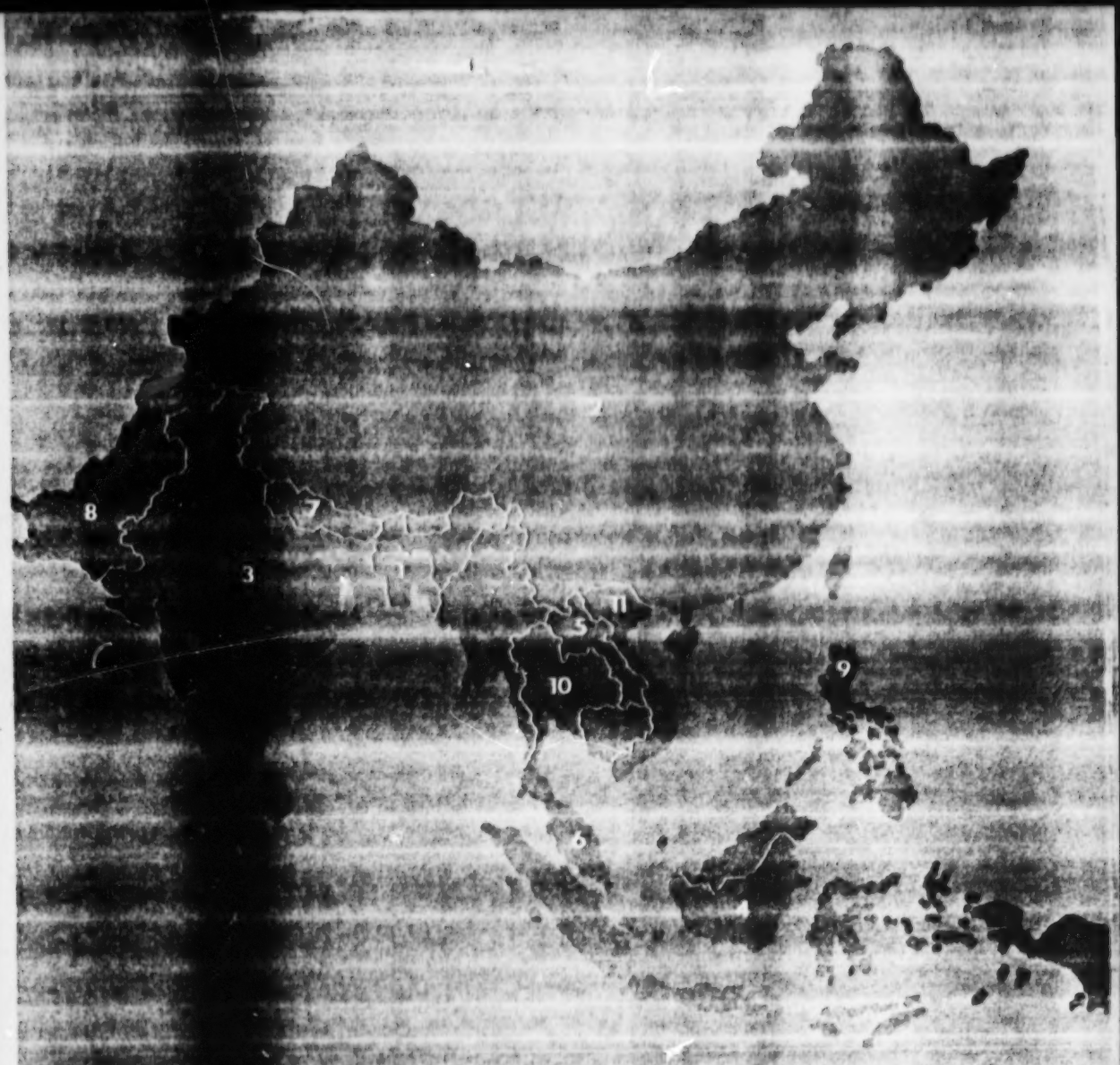
Year	1950	1960	1970	1990	2000
Component					
Primary School	23,801	37,673	64,040	105,485	143,112
Number of Teachers	83,850	230,838	347,500	665,264	1,078,502
Number of Students	4,926,370	8,955,098	12,856,092	22,487	26,649,890

26 August 1988 *Unesco*

Table 9
Number of Drop-out. Year 1985

No.	Institution	Total Student	Drop-Out	Graduates who are continuing to high level	Remarks
1.	Primary School	26,550,915	920,147	9,292,815	
2.	Junior High School	5,669,966	269,573	1,133,993	
3.	Senior High School	3,131,269	105,026	1,590,300	
4.	University	805,200	68,442	-	
		36,157,350	1,363,188	12,017,108	

49



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